

## COASTAL CONSERVANCY

Staff Recommendation

May 18, 2005

### TALL SHIPS EXPOSITION 2005

File No. 05-020

Project Manager: Neal Fishman/Carol Arnold

**RECOMMENDED ACTION:** Authorization to disburse up to \$300,000 as three separate grants of \$100,000 each to Sail San Francisco, the Los Angeles Maritime Institute, and the San Diego Maritime Museum to plan and host Tall Ships Exposition festivals at the Ports of San Francisco, Los Angeles and San Diego during the summer of 2005.

**LOCATION:** Ports of San Francisco, Los Angeles and San Diego (Exhibit 1: Project Locations)

**PROGRAM CATEGORY:** Urban Waterfronts

---

#### **EXHIBITS**

Exhibit 1: Project Locations

Exhibit 2: Summaries of Prior Festivals

Exhibit 3: Ship Photos

Exhibit 4: Letters of Support

---

#### **RESOLUTION AND FINDINGS:**

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31000 *et seq.* of the Public Resources Code:

“The State Coastal Conservancy hereby authorizes disbursement of an amount not to exceed three hundred thousand dollars (\$300,000) in the form of three separate grants not to exceed one hundred thousand dollars (\$100,000) each, to Sail San Francisco, the Los Angeles Maritime Institute, and the Maritime Museum of San Diego to plan and host Tall Ships Exposition festivals at the Ports of San Francisco, Los Angeles and San Diego, including but not limited to the sponsorship of visits by historic tall sailing ships, international maritime training vessels, and other unique craft, and the development of related activities which will promote access to urban waterfronts.

Staff further recommends that the Conservancy adopt the following findings:

“Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The proposed project is consistent with the purposes and objectives of Chapter 7 of Division 21 of the Public Resources Code, regarding urban waterfront restoration.
  2. The proposed project is consistent with the Project Selection Criteria and Guidelines adopted by the Conservancy on January 24, 2001.
  3. Sail San Francisco, the Maritime Institute of Los Angeles, and the San Diego Maritime Museum are nonprofit organizations existing under Section 501(c)(3) of the U.S. Internal Revenue Code, and whose purposes are consistent with Division 21 of the California Public Resources Code.”
- 

### **PROJECT SUMMARY:**

This project will assist three nonprofit organizations - Sail San Francisco, the Maritime Institute of Los Angeles, and the San Diego Maritime Museum - to plan and sponsor Tall Ship Exposition festivals for 2005 at the Ports of San Francisco, Los Angeles and San Diego. The events will be held for four or five days during the summer and will feature visits from historic tall ships and working craft from around the world in conjunction with multi-cultural waterfront educational and recreational activities.

Previous Tall Ship Exposition festivals in San Francisco, Los Angeles and San Diego were highly successful, providing a unique waterfront educational and recreational experience for both children and adults (Exhibit 2: Summaries of Prior Festivals). The three venues are located in coastal cities where tourism is a major component of the local economy. The festivals draw upon the romance, history, and ambience of waterfronts as attractive venues. Because of their compelling imagery, newsworthy quality and evocations of heritage, tall ship festivals energize perceptions of waterfronts as desirable destinations to wide audiences.

Each event will host at least four to six “Class A” tall ships (comparable to the Star of India) and six to ten “Class B” tall ships (comparable to the Californian) (Exhibit 3: Ship Photos). Each of the three festivals will incorporate a host of waterfront themes and amenities including a parade of tall ships, onboard visits by the public, live entertainment, folk heritage demonstrations, day sails and mock battles, boat races, maritime educational programs, theatrical performances, food and merchandise sales, and parking, security and first aid arrangements. The combined events are expected to cost around \$1,600,000. Much of the expenses will be underwritten by a combination of in kind contributions, private sponsorship, volunteerism, philanthropy, passport (ticket) sales at nominal prices, and operational revenues but support from government agencies is essential to fill funding gaps.

Most of the maritime nations of the world, including those of the Pacific, operate national tall ships as educational and diplomatic platforms. In each port, tall ship events serve to invigorate relations between California and its foreign maritime trading partners. The upcoming festivals are expected to significantly stimulate economic activity in the waterfront areas of the three coastal cities. In keeping with prior years, the festivals are expected to draw around 500,000 people above the normal number of visitors to each waterfront during a four to five day period in

## TALL SHIPS EXPOSITION 2005

the summer, including about 40,000 visitors to the ships. Planning for multi-million dollar waterfront revitalization projects in Los Angeles and San Diego has been influenced by the success of prior tall ships festivals, and support for maritime heritage, public programming and space for future tall ship festivals has been built into the urban design of these projects. Tall ships festivals of the future will continue to validate these concepts and encourage the preservation of waterfronts as a cultural resource.

The three organizations sponsoring the events are uniquely qualified to plan and implement tall ship expositions. They are all engaged in educational and recreational activities related to maritime history and sponsor numerous maritime programs. Of particular note are the organizations' programs focused on urban youth who would otherwise not have the opportunity to learn about maritime history or activities. The organizations have all hosted tall ships festivals in past years, the success of which is stimulating the drive for future festivals.

**Site Description:** The three festivals will be held at the Ports of San Francisco, Los Angeles and San Diego. In San Francisco, the specific venue includes 1.7 miles of waterfront docks, parks, and performance areas, beginning at Fort Mason and ending at South Beach Harbor. In Los Angeles and in San Diego, the festival will be located along about one mile of waterfront within the City center, from Grape Street to Broadway. All of these areas are working waterfronts combined with varying public amenities. In the case of San Francisco and San Diego, the waterfronts are located in highly scenic areas with expansive views of surrounding bays. Visitors use bike and walking paths to enhance their visit to these areas. In Los Angeles, the port is located within an industrial area in San Pedro with the working waterfront as a major feature. A waterfront plan for the Los Angeles port was partially funded by the Conservancy to provide more public amenities, including bicycle and walking paths to provide a more attractive interface with the San Pedro community. It is expected these public access amenities will be completed by the time of the festivals.

**Project History:** The Conservancy began its involvement with tall ships in April 2002 with a \$50,000 grant to Sail San Francisco to promote festivals in coastal ports that following summer. Festivals were held in San Diego, Los Angeles and San Francisco, all of which were very successful in attracting large numbers of visitors to the three waterfront areas. In February, 2003 the Conservancy provided a \$300,000 grant to the San Diego Maritime Museum to restore the tall ship *Californian*, a replica of an 1848 revenue cutter. The ship is docked in the Port of San Diego, but periodically sails up the coast to San Francisco as a means of promoting interest in tall ships and urban waterfronts. In June, 2003, the Conservancy provided a grant of \$75,000 to again coordinate and facilitate visits of tall ships and to carry out related education projects for school children.

### PROJECT FINANCING:

Coastal Conservancy:	\$ 300,000
Other Government Grants:	340,000
Foundation Grants/Donations:	83,125
Corporate Grants:	30,000
Revenues (ticket sales, etc.):	534,500
In-Kind Services:	290,100

**Total Project Cost:**

**\$ 1,577,725**

The expected sources of funds for this project are the FY03/04 appropriation to the Conservancy from the California Environmental License Plate Funds which may be used for any purpose consistent with Division 21 of the Public Resources Code, and FY02/03 and 03/04 appropriations to the Conservancy from the Coastal Access Account. The latter funds may be used for the development, maintenance and operation of facilities to provide public access to the shoreline coast. The Tall Ships Expositions are expected to draw over 1,500,000 people to the waterfronts of three major California port cities beyond the normal number of visitors, and will greatly enhance the experience of visiting these areas. The waterfront facilities in the three locations will be operated during this time to accommodate the increased public access expected as the result of the festivals..

**CONSISTENCY WITH CONSERVANCY'S ENABLING LEGISLATION:**

This project would be undertaken pursuant to Chapter 7 of the Conservancy's enabling legislation, Public Resources Code Sections 31300-31306, regarding urban waterfront restoration.

Pursuant to Section 31301, the Legislature found that the "encouragement of tourism, public access to the coast, and planned private sector development is a benefit to the citizens of the state, as well as the local citizenry in affected urban waterfront areas". This project will accomplish these goals by encouraging tourism, promoting public access to urban waterfronts, and providing commercial enterprises the opportunity to participate in these events.

Section 31305 directs the Conservancy to stimulate urban waterfront projects that exhibit "innovation in sensitively integrating manmade features into the natural coastal environment". By focusing on beautiful tall ships sailing in nearby waterways and docked at waterfront piers, and encouraging visitors to explore the craft, the festivals provide a creative venue to enhance public perception of the compatibility between manmade maritime features and the natural coastal environment.

Consistent with Section 31307 the Conservancy may award grants to nonprofit organizations for the restoration of urban coastal waterfront areas. This project will enable three nonprofit organizations focused on maritime issues to present a positive image of the waterfront environment which will increase public support for urban waterfront restoration. Section 31308 authorizes the Conservancy to provide up to the total cost of any urban waterfront project.

**CONSISTENCY WITH CONSERVANCY'S  
STRATEGIC PLAN GOAL(S) & OBJECTIVE(S):**

The proposed project is consistent with **Goal 3** of the Conservancy's Strategic Plan, which is to concentrate resources in areas where economic development is most needed and has the greatest impact, and that are under pressure to convert waterfront lands to uses that are not coastal dependent. The proposed project will occur within the Ports of San Francisco, Los Angeles and San Diego, California's three largest seaport cities where economic development is most needed

and will have the greatest impact due to the large urban populations of these cities, and where waterfront lands are under pressure to convert to non-coastal dependent uses.

Consistent with **Goal 3, Objective A**, the proposed project directly funds events that increase public use and enjoyment of waterfront areas.

**CONSISTENCY WITH CONSERVANCY'S  
PROJECT SELECTION CRITERIA & GUIDELINES:**

The proposed project is consistent with the Conservancy's Project Selection Criteria and Guidelines adopted January 24, 2001, in the following respects:

**Required Criteria**

1. **Promotion of the Conservancy's statutory programs and purposes:** See the "Consistency with Conservancy's Enabling Legislation" section above.
2. **Consistency with purposes of the funding source:** See the "Project Financing" section above.
3. **Support of the public:** The proposed grants to Sail San Francisco, the Maritime Institute of Los Angeles, and the San Diego Maritime Museum have wide public and government support. Many letters of support have been received, including those from Congresswoman Nancy Pelosi, State Senators Denise Moreno Ducheny, Christine Kehoe, Jackie Spear and Joe Nation, San Francisco Board of Supervisor members Chris Daly, Fiona Ma, Michela Alioto-Pier, Sophie Maxwell, Sean Elsbernd, and Aaron Peskin, San Francisco City Administrator William Lee, Port of San Diego, Pier 39, Fisherman's Wharf Merchants Association, and the San Francisco Chamber of Commerce (Exhibit 4: Letters of Support).
4. **Location:** The festivals will be held within the coastal zones of Los Angeles and San Diego, and within San Francisco Bay.
5. **Need:** Since the inception of the Conservancy's involvement in tall ships festivals, other government agencies and nonprofit organizations have come forward to contribute to these events. However, Conservancy funds continue to be needed to fill funding gaps due to larger costs related to expanding the events to include a greater array of educational and recreational experiences.
6. **Greater-than-local interest:** Past festivals have attracted visitors from a wide region, including many from out of the state, and even out of the country. They will encourage greater tourism to California. The tourism industry is the third largest employer in California.

**Additional Criteria**

7. **Urgency:** The three festivals will be held during the summer of 2005 and planning and fundraising must be completed within the next several months. The Conservancy's participation has been and continues to be a vital part in promoting these important waterfront events.

8. **Leverage:** See the “Project Financing” section above.
9. **Innovation:** The Tall Ships Exposition festivals are highly creative events, offering the public quality experiences in maritime history and waterfront recreation with a multi-cultural focus. As such, they are an innovative means to attract visitors to urban waterfront environments.
10. **Readiness:** The three grantees are experienced in sponsoring these events, and are actively promoting the 2005 festivals.
11. **Realization of prior Conservancy goals:** See “Project History” section above.
12. **Cooperation:** The Tall Ships Exposition festivals are cooperative events, participated in and funded by a multitude of public and private entities.

#### **CONSISTENCY WITH COASTAL ACT:**

The Coastal Act specifically addresses public access. Public Resources Code Sections 30120 states the following: “Maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.” The ships participating in the festivals will be open to the public and the events will provide public access opportunities within these three important urban waterfronts.

#### **CONSISTENCY WITH LOCAL COASTAL PROGRAM POLICIES:**

The Local Coastal Programs of San Diego and Los Angeles counties contain policies to develop their waterfronts to serve open space and park functions, and to make them both physically and visually accessible to the public. In the land use section of the City of Los Angeles’ San Pedro Coastal Land Use Plan, the Port of Los Angeles is recognized as “the predominate influence on the economic well-being of the [San Pedro] community”, with a specific objective to “promote the development of the Port to meet the needs of...recreational users”, a primary goal of this project. In the waterfront section of the City of San Diego’s City Centre/Pacific Highway Corridor Local Coastal Plan the waterfront is recognized as “downtown [San Diego’s] most important resource” and states that development should emphasize “significant parks and open spaces with pedestrian and visual access to and along the water, supported by public and visitor oriented activities”. The festival will promote this goal by providing an exciting visitor oriented activity within the waterfront environment.

#### **CONSISTENCY WITH SAN FRANCISCO BAY PLAN:**

The San Francisco Bay Plan contains policies that promote urban waterfronts within its jurisdiction to serve open space and park functions, and to provide both physical and visual access. Specifically, the Major Plan Proposals outlined in the Bay Plan state that “...shoreline parks, beaches, marinas, fishing piers, scenic drives, and hiking or bicycling pathways should be provided in many areas. The Bay and its shoreline offer particularly important opportunities for recreational development in urban areas...Highest priority should be given to recreational development...” This project will encourage the development of the San Francisco urban waterfront for recreational purposes by providing an attractive public event that will promote public access, educational experiences and recreation.

**COMPLIANCE WITH CEQA:**

The Tall Ships Exposition festivals are part of the normal operations of the existing facilities of the Ports of San Francisco, Los Angeles and San Diego, for a public gathering, where there is a history of such gatherings. It is therefore categorically exempt from the California Environmental Quality Act under 14 Cal. Code of Regulations Section 15323. Upon approval, staff will file a Notice of Exemption.